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Infants Reared in Institutions

Permanently Handicapped

LAURETTA BENDER, M.D., *Senior Psychiatrist*
Psychiatric Division, Bellevue Hospital, New York City

EVER since the children's ward of the Psychiatric Division of Bellevue Hospital in New York City was opened, there has been a steady stream of children referred to us who have come from child placement agencies with a characteristic type of personality defect. They represent about 5% to 10% of all problem children referred to the children's ward. Eleven years of careful study of several hundred of these children has made it quite clear that their problem is specifically related to the fact that they were cared for in baby institutions in the first few years of life. They all show a warping of the personality which can be recognized at once by those of us who have been experienced in the observing of problem children. In children who have been in institutions for the first two or three years of their lives without a parent who visits frequently and takes an interest in them, we find the most severe type of deprived, asocial psychopathic personality deviation.

Infants Thrive in Warmth of Family Life

Interestingly enough, the better the institution—in the sense of the most modern pediatric care—the more serious the defect in the personality even though the children are physically well developed and have had an excellent health record. The reason for this is the isolation of such children from warm, human, mothering care and because they have not had the inter-personal relationship experiences which every individual needs to become a mature human per-

sonality. The baby is born with all the capacities for normal personality development. A ceiling may be placed upon such development by hereditary constitutional background or some special pathology, but we are continually impressed with the fact that this ceiling is usually higher than we are inclined to

expect if the baby has the proper opportunity. However, the personality does not develop unless the child has a continuous relationship with parents, or at least a mother person and identifies or relates himself to his parents throughout his babyhood, thereby permitting his ego to grow, his language to develop, his emotions to have meaning. A child's final personality is patterned on these early experiences.

Rigid Routine and Sterility Warp Baby's Personality

The baby personality cannot find roots in an institutional life which does not permit of the rich stimulation of a warm, active family environment. The routine and sterility of the best institutions lead to a shallow infantile personality which has no depth, no capacity for insight into social relationships, no true use of language as a means of social communication, no capacity for higher abstract thinking, no ability for give-and-take of human relationships, no capacity for love or even for hate. Such children are often attention seeking, clinging, passively dependent, seductive and, with it all, amiable. This may be mistaken for an attachment or interpersonal relationship. Actually there is no warmth and the relationship can stand no separation

CONTENTS

	Page
INFANTS REARED IN INSTITUTIONS PERMANENTLY HANDICAPPED.....	1
CHILD GUIDANCE IN THE POST-WAR PERIOD	4
EDITORIAL.....	8
BOARD RATES—AGENCY PAYMENTS FOR FOSTER CARE.....	10
BOARD MEMBER COLUMN	14
READERS' FORUM.....	15
NEWS FROM THE FIELD.....	15
BOOK NOTE.....	16

or disappointments or demands and it shifts for the nearest new object as soon as the recipient is out of sight.

We in Bellevue Hospital have had referred to us many children who have spent the first three years of their lives in a good infants' home that gave them the best of physical and pediatric care but where they were deprived of individual mother's care or affectional ties or the social environment of a home circle. At three years they were placed in boarding homes. Physically they were well developed and healthy, but they appeared retarded in speech and in all patterned behavior, even motor functioning, and in social and personality development. They could not adjust in a boarding home, they were too restless, demanding and therefore destructive and they were shallow in their emotions. Never do they seem aware of the other people about them unless their demands were being satisfied. Usually several boarding homes would refuse to keep them and this behavior became worse rather than better. Even children who had had only one year or some months during the first two or three years of such social-emotional deprivation showed severe personality retardation and distortion except when some mother person had kept up a continuous close relationship with them.

The children which we have observed have been impulsive and demanding as a new-born baby who wants its needs and desires to be immediately satisfied and reacts with a temper tantrum if this is not done. Their activity never develops sufficient pattern and they cannot be trained, educated or controlled in any way except in an environment which gives them no opportunity for choice, expects no responsibility from them and merely offers them a benign routine. Their personality does not pass through the normal stages of growth and development, the Oedipus situation, the latency period and puberty. The cause is emotional deprivation in the infantile period due to a lack or a serious break in parent-child relationship, as, for example, a child who has spent a considerable time in infancy or early childhood in an institution without any affectional ties. The defect is in the ability to form relationships and to identify themselves with others and consequently in abstract thinking with regard to intellectual, emotional and social problems, resulting in asocial or unsocial behavior. The developmental process in the personality becomes fixated at the earliest stage. There are no satisfactions derived from humans and no anxieties because there are no conflicts. After a certain early period, this fixation in the development of the personality can no longer be overcome or

corrected because the child can not enter into any relationship with a therapist or any other person. Therefore, these children can not be trained, educated, disciplined or treated psychotherapeutically.

Furthermore in 1940 Lawson G. Lowery made a report on children from this same agency under the title of "Personality Distortion and Early Institutional Care." He reported twenty-eight children from the same infants' home who were subsequently referred to him for psychiatric advice because of serious problems in social adjustment. He stated that

the conclusion seems inescapable that infants reared in institutions undergo an isolation type of experience with a resulting isolation type of personality characterized by unsocial behavior, hostile aggression, lack of pattern for giving and receiving affection, inability to understand and accept limitations, marked insecurity in adapting to environment. These children present delays in development and intensification as well as prolongation of behavior manifestations at these levels. At the time of transfer (from institution to foster home at 3½ years of age) they are at a stage where they can form only partial love attachments.

Among the conclusions reached by Dr. Lowery one of the significant ones is that

infants should not be reared in institutions, or at least for the shortest possible time; otherwise the institutions should furnish much intimate personal planned contact with at least one adult.

Child under Five most Vulnerable

It should be added that in general it seems that the younger the child at the time of the deprivation the more serious the effect upon the personality. The first year is therefore the most vulnerable, although prolonged or critical breaks in the continuity in parent-child relationship during the second, third, and fourth years affect the child seriously.

Once a child can exhibit independent personality traits and behavior and enter into new relationships with adults and children, as a child does when he goes to school at the age of five or six and becomes a part of patterned group activities and applies himself to school work, he can show that his personality has safely developed beyond the period when such breaks or deprivations will any longer be critical.

It has been known for some time by experienced pediatricians and social leaders that the infant should not be cared for in an institution. Emperor Frederick II in the fifteenth century experimented with raising infants under institutional conditions without demonstrations of affection or human speech and found that they all died. It is true that the mod-

ern attitude might be that these infants died of lack of pediatric care instead of the lack of "friendly gestures and lovable care of their nurses." However, pediatricians in Switzerland, France and Vienna have also noted that infants raised in the most ideal situations become apathetic, disinterested in their food, unresponsive to stimuli in their environment and did not develop either in the motor, language, or personality fields. In some of these infants' and children's homes where the emphasis was on physical hygiene, it was found that though the children were in good physical condition, they suffered in mental and emotional development. Careful experiments were made in comparing such children with those that had the individual care of relatively ignorant mother substitutes and found that the latter children appeared better developed physically, more intelligent and were generally better in their personality development.

In Europe during the war it was soon learned that when babies were evacuated and separated from their mothers, they suffered more than when they remained with their mothers in the field of intense action and when their mothers were occupied in war activities and suffered themselves from emotional crises. So that in the later years of the war, it was a policy not to separate an infant under five years from its mother. The group of psychiatrists, psychologists and sociologists who are concerned with planning for postwar Germany have repeatedly emphasized that whatever else was important in Germany, the home should remain the place of care for the infant who is to be the citizen of the world during the next generation. Anna Freud, who has had nurseries for children who had been dislocated as a result of the war in England, came to realize that the institution could not offer enough to the young child even with all the expert psychological care that her group was able to give, so that she organized the nursery into small family units, with one adult functioning as a mother to two or three children.

It apparently is true that some children are raised in institutions through the early infantile period and show a normal personality development. Usually it is possible to show that such children have been regularly visited by a parent (in one instance, at least, this was the father) or that someone in the institution took a warm and continuous personal interest in the child, acting as a satisfactory parent substitute.

Dr. William Goldfarb of the Foster Home Bureau of New York City has made most important contributions to the study of the personality deviations

in children studying children who in their infancy had been in the same infants' home we have referred to above. His first study was in 1943 on "Infant Rearing and Problem Behavior." He based it on the suggestive data that in 1938 children were referred by the foster home agency to Bellevue Hospital for observation because of extremely poor personal and social adjustment. Investigation of their background disclosed the startling fact that all had spent their infant years in an infant institution. The problem was described in six cases as a behavior disorder with symptoms of aggression, hyperactivity, quarrelsomeness, disobedience, destructiveness, restlessness, stubbornness and shallowness of affect. In one the problem was stubbornness and ease of emotional upset.

Dr. Goldfarb made extensive carefully planned and controlled studies of adolescent children who had spent the first three years of their lives in this institution and then placed in foster homes under supervision of trained psychiatric social workers and compared them with matched children who had been placed in foster homes from their earliest infancy. His studies included behavior, personality and intellectual development. He found important and sharp contrasts between the children who had spent their earliest years in infants' homes and those who had been from the beginning in foster homes. Children who had been cared for in the institution during their infancy were more retarded in general. Behavior was characterized by destructiveness, consistent failure regarding privacy rights, antagonism and cruelty to other children as infantile modes of expression, that is, the institution babies were inferior in all intellectual fields, in all personality traits and in all capacities for social adjustment. In those fields of personality which are more closely related to socialization, language development and abstract thinking, the defect was more serious than even in defective children. It was noted that those children who had been cared for entirely in foster homes also had problems but they were more heterogeneous and specifically there was more "passive anxiety" as compared to aggression in the institutional children.

My own experience, which now covers eleven years of observing, examining, studying and following up such children, has led me to the opinion that there is still one more important item and that is the continuity of *one* parent-child relationship for each young child. It is not enough that a baby be placed in a family situation when it is in need of a home or that there be a warm, loving mother to care for an infant but that the care of that individual mother to that child shall be continuous through the first three

or four years of life. Otherwise, the roots of the personality seem to be torn asunder and are unable to be transplanted in a new identification.

We have also found by intensive efforts at treatment by every means known, that once the personality has become defective due to these early years of institutional care, the process cannot be reversed or the condition corrected. That is, they do not respond to treatment. They need to be placed in a benign institutional set-up organized with well routinized and patterned social and educational activities in small groups of children where they can fall into a routine and imitate the other children. They should not be expected to take any responsibility for their behavior, to make any decisions, to profit by their or other children's mistakes or to be motivated to future goals.

However, the condition can be prevented by avoiding institutional care or frequent breaks and changes in parent-child relationships during the first few years of childhood and securing a close personal relationship in a family circle from the early weeks of life until the child is well out of the infantile period and in the middle childhood period.

There is a great temptation at the present time to plan for bigger and better baby institutions because so many homes and therefore potential or actual foster homes have been broken up, and because so many individuals are in need of homes as a result of the various dislocations of war, and because we have learned so much more about the prevention of illnesses and the running of institutions. The only way that such institutions could succeed for the normal development of healthy personalities—who could function at their best intellectually, emotionally and socially,—would be that such institutions would offer each child a true mother substitute who would remain in that relationship throughout the first several years of the child's life. Such a program is obviously not feasible. Even then the cultural background of the child would be semi-deficient, as it is clearly important that the child learn language at the age of two, in the relationship where he is also to learn to live and be loved and to learn right from wrong and to have all of his inter-human relationships patterned on the basis of the family cultural background which belongs not only to America but to the world today. Infants do not belong in institutions.

Child Guidance in the Post-War Period

HERSCHEL ALT, *Executive Director*

Jewish Board of Guardians, New York

THE lives of children should never be viewed as separate fragments, but must be seen as part of one continuous total experience. One year is carried into the next, infancy into childhood, and childhood into youth. The effects of the depression have come to light in some of the problems which the war has uncovered. Many of the physical and emotional defects which the selective service process and the adjustment of men in the army have disclosed are its heritage. It is, therefore, important that programs to protect children in the post-war period should give full recognition to the things we have learned during the war years.

Significant Social Changes

How is the war mirrored in the lives of children in this country? It is amazing and almost incredible that no comprehensive answer to this question has been formulated. We know less about what the war has done to our own children and your youth, than

we know about the effects of the war on children in England, and how they have responded to severe emotional and physical privations and stresses.

Many of the far-reaching social changes which the war has brought out are well known. We know of the increasing movement of mothers from the home to the factory. We know of the migration of families from established communities to new cities which have grown up overnight and which lack the essential facilities for the protection and education of children. We know of the separation of fathers and brothers who have left home for employment or for the armed forces.

We know that allowances are being paid to two million children whose fathers are in the armed forces. We know that the millions of young men now in the armed forces will in the main be the fathers of the next generation, and their experience during the war will go with them into the lives of their families. We also know that many children and young people have

found it difficult to absorb the additional strains which the war has imposed upon them, and this has been expressed in problems of social maladjustment and delinquency.

We know that there are two million more young people now employed than in the year before the war started; that the schooling and vocational training of many of these have been interrupted. We also know that both the quantity and quality of social services for children have inevitably declined during the war period.

But we have also learned many important things which should guide us in planning for children in the years ahead. Perhaps the most conclusive finding, about which there is the most agreement, is that both in England and here the children who have been able to withstand the shocks and strains of the war with the least damage are those who have enjoyed a secure and affectionate relationship with their own mothers during the first years of their lives. This fact is substantiated by the way children have reacted to the blitz, separation and evacuation in England, and to separation and lack of consistent supervision in this country.

During the war we have not placed sufficient emphasis upon what the child needs from his mother, and what contribution the mother makes when she devotes the major part of her time and attention to the management of a home and the care of younger children. National social policies governing employment and wage levels should give full recognition to the importance of parent-child relationships.

Just as we have learned that the young child under two cannot be safely separated from his mother, so the necessity for placing larger groups of children in day nurseries and nursery schools has taught us the value of community living for children over two. Nursery school provides the community life for which the child of this age is ready, and which the average family alone is unable to give. They will be more and more regarded as extensions of the home, and will function best as one link in a chain of services for children.

No one can foretell with certainty the kind of problems which children and their parents will be asked to face in the years ahead. We have little doubt that problems of family adjustment which bear heavily upon the emotional security of children will be very great in many families of returned veterans and of women war workers.

Of all the age groups, youth has been most in the focus of public interest during the war. The deficiencies of our social structure, of our family life, our

educational system and our communities, have been revealed by the things we have learned about youth and from youth during the war years. Youth has carried the greatest burden both at home and on the fighting front.

Besides the millions of boys and young men and women in the army, over three million boys and girls between the ages of 14 and 17 have gone to work since 1940. We have accepted and fixed responsibility for planning for the young men and women who will be released from the armed forces, but we have as yet not given sufficient thought to those boys and girls who at the end of the war may be forced out of employment, some to return to school to resume their interrupted education, others we know not where.

We have learned many things about youth which should stand us in good stead in planning for them for the years ahead. Youth has taught us during the war years that it possesses strengths which we have never previously fully realized. It is true that a very small proportion could not carry the added freedom which the shifting standards of wartime living and unusual economic opportunities, put in their hands. But these were very few compared with the millions who have responded to the challenge of greater responsibilities with eagerness and maturity, who have shown a great capacity for community and national service, and who have been ready to take over adult burdens.

In our Hawthorne-Cedar Knolls School we have had an unusual opportunity to observe the behavior of boys and girls during the war years. We have learned many things about them, the most significant of which perhaps is the great need of youth to identify with useful work, with community interest and purpose, with community effort. What they want most is a feeling of place and belonging in the society in which they live. We must make sure that in planning for youth after the war these needs will be given the recognition they deserve in community programs, in education and in industry.

The importance for well-planned social action to meet the needs of young people in the post-war years is generally recognized. With little general education and little vocational preparation, a large number of these youngsters may find themselves in an unfavorable situation in the post-war employment market. In every country including our own it is essential to give these young people full opportunity to resume their education or to develop their skills in industry. Their needs, it has been said, will be almost exactly the same as those of many of the young demobilized service men and women, and it is felt that these needs

can be met with the same general program and the same machinery.

The special educational needs of these young people who have left school must be met in a reorganization of the general educational program which will make provision for some kind of student aid, such as is already planned to help demobilized members of the armed forces. For many who have held down men's jobs, and to whom the ordinary schoolroom atmosphere would not be of much help, part-time classes and short residential courses might be worked out. It is also felt that another important educational possibility is the development of full-time apprenticeships in many industries.

There will be some whose needs will not be completely met through broad social and educational programs and they will need the help of social agencies on an individualized basis. Some will need personal service on a therapeutic as well as guidance level.

Extension of Child Guidance Services

Two important trends have taken place in the child guidance field during the war years. These are the broadening of demand for child guidance services and the increase in the kinds and types of treatment methods being utilized in the psychiatric field. "There is no time and no experience in our whole social life," says Dr. Rees, the Chief of the Psychiatric Services in the British Army, "in which psychological principles are so challenged as in war. Psychiatry has perhaps matured more as a result of war experience than it could have done in years of peace."

Thus it was inevitable that the demand for child guidance would assert itself as parents became more familiar with the help this function offered. The war brought an increase in the problems of children and in the widespread discussion of child behavior and problems of youth which followed. As a consequence, it hastened the desire of parents to avail themselves of all possible help. It is not clear whether any new basic diagnostic or therapeutic procedures in psychiatric treatment have been discovered during the war. We know that the tremendous volume of practice which the war has necessitated, as well as the unusual circumstances under which such effort has to be carried on, has hastened the utilization of methods which were still in the experimental stage, and has conferred on such methods authenticity and validity which they would otherwise not have acquired for years.

Not only have the war years witnessed a marked

increase in the demand for child guidance services, but the character of this demand has broadened in scope and has been more clearly articulated. Not only have more parents been seeking child guidance service, but group workers, ministers, teachers, nursery school directors, have also more vigorously expressed their need and have become clearer about the integration of psychiatric consultation as well as individual treatment within their function. During recent years child guidance agencies have been asked to serve an increasing number of young children, and our own agency, as well as others, is working toward the extension of services to the younger age group, particularly those within the nursery years. Most of the treatment methods now in use in the child guidance field are based on the conviction that the early years are the most important in shaping the character of the child and in laying the basis for a healthy adult personality. If this concept of human behavior is sound, then the knowledge of the behavior of children in their earliest years must constitute the basis for effective methods of diagnosis and treatment.

We have also been impressed with the desire and readiness of parents to pay for such services. Since the time when our own agency inaugurated a fee plan which enables parents to pay for services if they choose to, between 35 and 40 per cent of the parents requesting help are voluntarily paying a fee.

Utilization of Diverse Treatment Methods

This growing demand for child guidance services places an obligation upon every community to take stock of its resources and move toward a more adequate total child guidance program. Child guidance through voluntary and public agencies must be made available as a right to every family seeking it. The interest of parents and professional people who act as parent substitutes in using all possible help in rearing and education of children points to the value of group programs of community education and prevention. The focus of such activity should be to help parents, teachers, and others working with children to utilize the most constructive methods in dealing with them, so as to prevent the development of behavior problems.

Perhaps of greater significance to the child guidance field is the greatly increased interest in group therapy. This method was first introduced in our agency as a means of providing for the recreational needs of shy and withdrawn children, but has during the last decade developed into a number of clearly defined methods of treatment for children and young people. In recent years we have also utilized the

group method in helping very young children and in offering guidance for parents. Some of the things we have learned through these efforts are being incorporated into group treatment programs now being employed in the rehabilitation of men in the armed forces.

The reliance on many different adaptations of individual and group psychotherapy has to a greater degree than ever before been linked with the use of conditioned environment or therapeutically planned living situations. Individual psychotherapy, group therapy, supporting relationships and planned living situations are the elements which individually or in combination constitute a total healing experience. The application of diverse treatment methods, the observation of patients under varied and unusual situations contribute to an understanding of behavior and personal growth, and this in turn to more refined concepts of diagnosis.

While most of the trends to which we have referred have come to light in the treatment of men in the army they will be increasingly felt in the child guidance field which will have to adapt its practices in terms of these developments.

Problems of Administration

What meaning have these trends which we have just outlined—the broadening of the child guidance function, and the diversification of diagnostic and treatment methods—for communities and agency groups confronted with the problems of organization and administration of child guidance services? How far can the child guidance needs of communities be met through general family and children's agencies, Big Brother and Big Sister organizations or group centers? How far should these be provided through specialized workers, departments or agencies? How should family and children's agencies meet the child guidance needs of the children who are members of families being served, or who are placed by them in foster homes or institutions? How far is it desirable to establish sectarian services?

These are all practical problems, and the principles which are valid for other special case-work services would in the main be equally true for child guidance services. As a matter of fact, there are very few specialized agencies in the child guidance field outside of New York City and a few of the smaller communities. Where such services are provided by agencies, they are given in part through Big Brother and Big Sister departments, family or children's agencies. Where additional agencies should be established is certainly a matter of public policy and concern for the community.

The answer would lie in such considerations as size of community, extent of demand, resources and funds, availability of professional staff and the interest which the community groups have in meeting as nearly as possible all its social service needs.

My own feeling is that the specialized content of the child guidance function is so extensive that such service should not be offered unless specially skilled workers are available, and unless the administrative setting is one which sustains the professional function. The addition merely of a single worker trained in child guidance, with or without some psychiatric consultation, is not sufficient to assure the conservation and continued development of a child guidance program. Wherever possible, full-time workers of leadership calibre, with adequate psychiatric and psychological consultation service, plus group therapists and other specialists, devoting a major part of their time to child guidance, are needed to assure the maintenance and continued development of the service in qualitative terms.

What about the needs of family and children's agencies for child guidance service to the children whom they help directly or indirectly? It is important that such agencies recognize fully the expanding knowledge and techniques necessary to provide specialized child guidance service. If practical considerations limit the capacity of the agency to do more than this, then it should at least make sure that there is available to it skilled service both in the diagnosis of children's problems as well as in various forms of direct treatment.

Perhaps of the two aspects, diagnostic procedures are more important. No child guidance function can be safely undertaken without skilled diagnosis, which is oriented to the needs of the whole child. Social treatment of children should not be undertaken without fully utilizing the special insights and understanding which the child guidance field has produced. Where single child guidance workers are employed as distinct from the establishment of a specialized department, it is important that these workers have organized contact with a specialized child guidance agency in the community, in such a way as to assure them full professional participation in the activities of the field.

It is important for agencies engaged in child care and placement, to integrate into their program specialized clinical services distinct from its placement service. I think this function should be carried by special workers other than those responsible for home finding, placement and supervision of children. A specialized child guidance unit within a placement agency should not only offer skilled services to those children in need of direct psychotherapy, but should also assist in diagnosis as well as in study and re-planning of placement procedures in the light of increasing knowledge of child behavior.

Enough important changes have taken place in the field of child guidance to warrant a careful review by each community of its particular needs and the ways in which these may be met.

BULLETIN

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Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

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The Child in Post-War Planning

AN INDEX to social progress following the war may be found in such changes as occur in our attitudes toward children, and especially the attitudes expressed in legislation and budgets. Democracy and decent living are most assured in a society which sees clearly the needs of children. Those who have accepted responsibilities for child welfare should be even more alert than during the war in their observation of planning for children and in their advocacy of better services than those which have survived this conflict.

Are trustees of agencies in your community sensitive to the needs they should be meeting, eager to obtain the skilled staff which was unavailable in wartime? Does the budget committee of your community chest have the vision whereby some gain for child welfare will be promoted, such as an increase in the rate of board in foster homes? Is the local board of education ready to invest in some of those extended school activities which have prevented much juvenile delinquency in wartime? Have your state legislators and your senators and congressman a feeling that children are as important as the most influential lobbyists and are they willing to vote the funds necessary to assure the care and protection needed by the neglected children of the country? If men and women in such positions consider themselves as advocates for children, then post-war progress is assured.

President Truman, busy as he is, has spoken clearly and wisely of the needs of certain children. Shortly after the Federal Works Agency announced that its support of wartime day care centers would be discontinued by the end of October, the President, on August 27, requested the director of the FWA to place before Congress the need for continuation of

these centers. He called attention to the requirements of the children of many service men, especially those whose fathers must remain in the armed forces for a year or more and whose mothers consequently must continue at work. It is heartening to have him recognize so promptly and practically one of the most obvious of immediate needs.

We who have observed closely the muddled federal planning of day care in wartime need to help all in Washington who now would improve the situation. The Child Welfare League has had reports from about 40 communities in response to Post-War Brief No. 1 sent to its constituent agencies, and is preparing a statement of the day care needs thus made apparent. The League will account in this study for children needing day care, including those from the families of service men with the many others requiring such care. This statement will be submitted to the President and those federal officials most responsible for day care. It is the League's concern that day care of various types be adequately established in the country's post-war pattern for child welfare and that we do not slip back to the lopsided and miserably inadequate pre-war provisions.

The need for a new department in the federal government, bringing together education, health, recreation and welfare, has been pointed up by the confusion which characterized the handling of day care in Washington throughout the war. This was pointed out in a previous statement by the League's staff issued in May. A clear and more inclusive case for the establishment of such a department written by Leonard W. Mayo, the League's president, appeared as the leading article in the *August Survey Mid-monthly*.

The war has taught us how costly and frustrating can be the confusion of disjointed administration. What we have done has its merits. How much farther we can go, however, and how the welfare of children can be advanced! More coordinations and centralization are needed in the administration of those federal agencies which these interdependent professions have built, which can contribute so much to one another, and so much more to the people, especially the children they serve.

He who thinks that "getting action in Washington" is the only way to achieve a unity in these serv-

ices needs to look sharply at his own community. Achievement of sensible administrative alignments in the national Capitol should be paralleled by bringing into better harmony locally the work of different professions and different fields of specialization within each profession. This harmony is needed in the areas served by voluntary community agencies as well as in the areas of public education, health and welfare. Each profession needs to enlist the others in efforts to overcome its own limitations. Competition between these fields of service or within them is wasteful and unprofessional. The profession which has passed its adolescence will share with others its problems in the interests of the general welfare. There is the same necessity for getting together in local planning in these fields, as in the international planning for which the world is so hungry and in which the nations now are morally obliged to engage. The forces concerned with further reduction of illiteracy should also be concerned with the reduction of maternal and infant mortality and the reduction of delinquency and neglect.

HOWARD W. HOPKIRK

IN MEMORIAM

J. ANDRE FOUILHOUX

THE death of J. Andre Fouilhoux came while he was at work. He gave of his energy during the war with more than one important defense project to his credit. However busy at his profession as architect, he always was ready to give time for the work of the Child Welfare League and other social service. As a director of the League he shared in its most recent developments. The League feels keenly this loss.

MRS. EDITH BAYLOR

WORD of the death of Mrs. Edith Baylor reached us in July. We in the Child Welfare League of America count her among the most diligent of our founders. She was active in many different capacities and stood with Dr. Carstens as one of those who made the League possible. On several occasions she represented the League effectively and in its best traditions. All of this is another way of saying that we miss her.

The League's Elections

The annual meeting of the League in New York City on June 19, 1945, was held by use of proxies and in accordance with the restrictions of the Office of Defense Transportation.

New directors to fill vacancies of three who were ineligible for re-election, having served two successive terms, were:

Dr. I. G. Greer, General Superintendent, Baptist Orphanage of North Carolina, Thomasville, North Carolina.

Robert L. Kinney, Director, Division of Community Services, National CIO War Relief Committee, New York, New York.

C. F. Ramsay, Superintendent, Michigan Children's Institute, Ann Arbor, Michigan.

These new directors might be identified also by various affiliations and previous occupations which add to their qualifications for membership on the League's governing board.

Re-elected, each for a second term to succeed himself, were:

Frank E. Joseph, Cleveland, Ohio

P. A. McPhillips, Memphis, Tennessee

Mabbett K. Reckord, Chicago, Illinois

The officers elected by the Board of Directors on July 6, 1945, were:

President, Leonard W. Mayo, Cleveland, Ohio

1st Vice-President, Alfred F. Whitman, Boston, Massachusetts

2nd Vice-President, Miss Loula Dunn, Montgomery, Alabama

3rd Vice-President, Mrs. J. Horton Ijams, New York, New York

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In recognition of the long and devoted service to the League of the Rev. A. T. Jamison of Greenwood, South Carolina, he was elected an Honorary Vice-President.

Board Rates—Agency Payments for Foster Care

From a Report of a Study made by the Committee on Family Foster Care,
Council of Social Agencies, Washington, D. C., April 19, 1945*

FOR several years prior to this war, foster care agencies, both public and private, in Washington and the surrounding counties, and nationally, faced increasing difficulties in securing enough foster homes to meet the day-by-day requests for placements. In addition, these agencies were losing well-established foster homes because of overcrowded conditions. Overworked foster mothers and increasing opportunities for foster mothers to earn more through independent boarding arrangements, or adequate wages outside the home to supplement their own family income, were also part of the problem.

All child placement agencies in this area had individually attempted through various means of publicity, to stimulate interest in foster home work, but all their individual efforts could not turn the tide of constantly decreasing foster home opportunities for the children coming to them for care.

In February, 1944, the Family Foster Care Committee of the Family and Child Welfare Division of the Washington Council of Social Agencies undertook an intensive campaign for foster homes, with excellent cooperation from member agencies, Chest, Council, sponsors, groups in the community, press and radio. The Committee feels that the results of this campaign were fair and has decided on a united year-round publicity effort for home finding, as it believes the tangible results in securing foster homes and education of the public about foster home work are worth while.

The solution does not, alone, lie in the valid emotional appeal, stimulated by special campaigns and year-round publicity, nor yet in the end of the war if and when we return to a "status quo." The Committee knows that the foster home "status quo" was discouraging enough before the war and does not expect much improvement by women giving up, or even losing, well-paid outside work and coming back into the home. The Committee frankly analyzed their own efforts and recognized that the techniques

of home finding, now in use by the agencies, are one or more of the following:

- a. Continuing education of the community in regard to the need for foster homes.
- b. Placating of foster mothers already working for the agency.
- c. Extending the geographical area of placement as far as fifty miles from the agency and its community, thus competing with other agencies in the same area.
- d. Using homes, inadequate in many respects, which would not formerly have been considered, resulting in rapid turnover and replacement. By "inadequate," the Committee means overcrowding, economic inadequacy of the foster family, and foster parents' inability to meet the emotional needs of the child, separated from his own parents.
- e. Sporadic and small increases in board rates, hopefully to keep foster homes and meet competition of commercial boarding homes which are now charging \$65-\$100 per month in this area.

When the Committee, in its discussion, reached this point of higher board rates, it found itself confused by its own traditional attitudes. In its examination of the literature and practices of the child-placing field, the Committee found little help, although 1945 has brought more open-mindedness, higher board rates and some experimentation on the part of several agencies throughout the country. The Committee questioned how we could expect Boards of agencies and Community Chests to recognize the need and appropriate more money for realistic payments to foster parents, when we, as a profession, are still influenced by the idea that this should be only "a labor of love." The Committee recognized with satisfaction that some individual leaders in the field, both lay and professional, had advanced beyond this common, overthrift community attitude.

The longer we talked about "realistic payments," the more defensive we became about our actual current payments. We could have talked theory indefinitely, but could we honestly put down on paper what our individual agency payments were? Could we bear a round-the-table examination and discussion of our "board rates"? We decided we could, and on March 17, 1944, the Family Foster Care Committee of the Washington Council of Social Agencies undertook the study.

Method of Study

The first problem involved was to gather comparable information on the number of children presently in foster homes. In a problem as broad as lack and

* The 9 agencies contributing to the study material are Arlington Welfare Department, Catholic Charities of D. C., Children's Protective Association, Children's Service of Board of Public Welfare, Fairfax Department of Welfare, Jewish Social Service Agency, Montgomery County Welfare Board, Prince Georges County Welfare Board and the Social Service League of Montgomery County. In addition, the Foster Day Care and Counseling Service and the Travelers Aid Society participated in the United Home Finding Campaign.

loss of foster homes for children the Committee's first job was to limit the scope of its study. We agreed that comparable information regarding the number of children in placement, the age, sex, race, geographical type of placement and payments for care was essential. Schedules were then submitted by nine agencies in Washington and surrounding counties which furnished the above data for each child under care in foster homes during January, 1944. The number of children included in the study does not represent the total number of children being cared for away from their own homes by these agencies. We know there are many children in institutions—some of these were placed there because this was felt to be the kind of care best suited to their needs. Others, however, had to be placed in institutions because no suitable foster homes were available.

The Committee attempted to gather information on "medical care." This included payment for medical, dental, hospital and nursing care, as well as the cost of medicines. The estimated value of volunteer or free medical or dental services was not included. "Other incidentals" covered personal allowances to the children, school supplies, carfares, etc. If a child was under care for only part of the month of January, 1944, the agencies were requested to report the rate for the full month on the basis of that portion of the month for which payment was made.

Findings

The findings of this simple study were not startling and confirmed, for the most part, what the Committee knew quite well. Once completed, however, it left the Committee free to move on to the tough core of the problem. The findings were, in brief, as follows:

Of the nine agencies, four were private and five were under public auspices. Four of the agencies were located in the District of Columbia and the others in the four counties of Arlington and Fairfax in Virginia, and Montgomery and Prince Georges in Maryland.

Monthly agency payments to the foster family for board and lodging of children varied widely from \$7.19 in one case to \$65.00 in another. The greatest number of monthly payments for board were at the rate of \$25.00 (474 out of 1,224) and the next highest frequency was at \$30.00 (255 cases).

Of the 1,224 children considerably more than half were under the care of Children's Services of the Board of Public Welfare; 714 of the children were placed in rural homes; 704 were boys and 520 were girls. Of the boys, 389 were white and 415 were Negro. Two hundred and eighty-six of the girls were

white and 234 were Negro. Only 61 of the 1,224 children were less than one year of age. Slightly less than half (532) ranged in age from 11 through 15 years. The "toddlers," one through four years of age, accounted for 158 of the 1,224 children.

Data on the length of time children had been under care prior to the study were not available from Children's Services, Board of Public Welfare, and since this agency reported more than half of the total number of children, analysis of this item is not significant.

The payments that agencies made during 1943 to foster parents for children's clothing varied from an average of \$0.48 a month to \$3.86. Medical care payments ranged from \$0.35 to \$1.22 a month. Payments for incidentals likewise varied from \$0.18 a month to \$4.75. Agency payments for all three of these items are greatly affected by the use in some cases of free services and free facilities, the payments by the child's own parents and contributions of the foster parents, the value of which is not included in the above figures.

Following the completion of the statistical data of the Study, the five members of the Editorial Subcommittee met several times with the Chairman of the Family Foster Care Committee and reviewed the material. We found that we were somewhat blocked by our own feelings and attitudes. However, we believed that we recognized the "tough core" of the problem to be the unrealistic and insufficient board rates now being paid by the agencies. While there can be no guarantee that the payment of higher board rates, for example 50 to 75 dollars a month, would insure enough satisfactory foster homes, we sincerely believe that it would produce more homes, particularly for infants and toddlers for whom the scarcity is the most critical in our community. As a matter of fact, agencies able to pay as much as \$65 have secured homes for these groups. And some agencies in Washington are paying such rates in a few cases today when forced. We know, also, from our experts in the health field that babies are being kept for too long a period in hospitals because foster homes are not available. As one expert humorously put it, "that baby has been in the hospital so long that he will soon be an orderly." It is unnecessary to point out that the dangers of cross infection and the lack of affection make long hospitalization unhealthy and unsound. Practically speaking, it is expensive. Hospital maintenance costs average \$5-\$6.50 per day,* which, when related to our proposed rates of

* \$5 per capita cost per day at Gallinger Municipal Hospital; \$6.50 per capita cost per day at Children's Hospital.

board, lessen the shock to us and to the community.

Further Study

Still not willing to trust our own judgment completely, we set out to get more information about the actual cost of the care of a child in a home. We knew that most child placement agencies figure this cost on the basis of a minimum-adequate budget prepared by a home economist and figured on a relief level for a good manager, and we do mean a good manager! Yet we want and get most of our foster homes from the so-called "wage earner" group who do not live on this relief level. We used the Heller Budget of California* corrected for Washington prices, for the wage earner family of four. We figured what the cost would be on this basis. The figures look like the following:

	"Wage Earner" Level*
Boys, 16-20.....	\$40.00 a month
Girls, 16-20.....	36.00 " "
Boys, 13-15.....	38.00 " "
Girls, 13-15.....	36.00 " "
Children, 10-12.....	35.00 " "
Children, 7-9.....	32.00 " "
Children, 4-6.....	28.00 " "
Children, 1-3.....	25.00 " "
Infants, less than 1 year.....	24.00 " "

* *Wartime Budgets for Three Income Levels*—University of California Press, Berkeley, California—Copyrighted, 1943.

These costs exclude clothing and medical care but include all the normal and current living expenses of a self-supporting wage earner's family today in Washington. We included an estimated \$10 a month as the foster child's share of rent.

For purposes of comparison, we are including these cost figures at two other levels, as follows:

	"White Collar" Level*	"Minimum Adequate" Level**
Boys, 16-20.....	\$49.00 a month	\$30.00 a month
Girls, 16-20.....	44.00 " "	27.00 " "
Boys, 13-15.....	47.00 " "	29.00 " "
Girls, 13-15.....	45.00 " "	27.00 " "
Children, 10-12.....	43.00 " "	26.00 " "
Children, 7-9.....	39.00 " "	24.00 " "
Children, 4-6.....	35.00 " "	22.00 " "
Children, 1-3.....	30.00 " "	20.00 " "
Infants, less than 1 year.....	29.00 " "	19.00 " "

** *Minimum Adequate Budget Guide*—Council of Social Agencies, Washington, D. C. Copyrighted, 1942—Data corrected for 1944 prices.

The "white collar" level is approximately 20 to 25 per cent higher than the Heller "wage earner" level and the Heller "wage earner" level is approximately 25 to 35 per cent higher than the Washington Council of Social Agencies "minimum adequate" standard. The "white collar" income level is at \$3,600 per year for a family of two adults and two children, a boy,

age 12, and a girl, age 8; the "wage earner" income level is at \$2,800 per year for the same size family. The "minimum adequate" level is figured at the very minimum for "health and decency," a relief standard.

We question whether the payment of these costs at the "wage earner" level would be high enough to produce the needed foster homes. What then about paying for service given by the foster parent in caring for a child not his own? We must remember, also, that most families do not want a social agency sharing in their private lives. We firmly believe that some such payment should be made by the agency to foster parents in return for the services and contributions they make over and above the physical care and maintenance of the child. For the purposes of discussion we are suggesting \$25 per month. This would bring board rates based on Heller Budget costs to \$50-\$65 per month, depending on the age and sex of the child. Agencies might find higher payment necessary for children presenting special placement problems.

It has been suggested that a graduated scale of service fees might work out better for some agencies. The higher payments might be for the care of adolescents and infants which would correlate with the present board rates for these age groups.

While the payment of a service fee to foster parents may not yet be common practice, the Committee wishes to call attention to the fact that 26 to 44 per cent of the per diem cost of care of children in five Chest-supported institutions in the District of Columbia is for service. The lower service costs are in institutions in which the majority of the staff are Sisters receiving a salary stipend of less than \$30 a month. The total monthly cost per child, including service, in these five institutions ranges from \$39.00 to \$61.50. None of these costs includes any capital expenditures.

Summary and Recommendations

In summary, then, the Sub-Committee is recommending two things: (1) a change in the budget basis from the relief level to the wage earner level, and (2) payment of a service fee of \$25 per month for the service given by foster parents. The Committee would like to see this adopted in principle. Such a plan would have certain flexibility. For example, in rural areas, if the maintenance cost is found to be lower, the board rate can be adjusted accordingly. However, rural foster parents are required to meet the same standards of service to the child and should

be compensated for such service. Then, too, if a foster parent wants to contribute part of the cost of maintenance, or service, the agency could pay accordingly.

What will such a plan cost our communities? The Committee cannot answer this question. Offhand, we would say that it will cost at least twice as much as we are now spending, perhaps more. If we balance this against the health, happiness and future of the children for whom we are responsible in placement, we do not feel that the cost is too great.

What is the responsibility of all of us for putting such a plan into effect? The Committee cannot answer this question for you, for your executives, or for the Community Chests and contributing public. We strongly feel that continuing adequate foster care programs is our greatest responsibility at this time. We recommend that board rates in Washington and surrounding communities be raised to cover the actual cost of a child's care and to include a service fee to the foster parents. This is the only method we have not yet tried. We would like to be able to say that the Family Foster Care Committee of the Washington Council of Social Agencies has decided to work on this project for 1946; to give wide publicity to the plan throughout the community and to secure the money necessary for its operation in the 1946 budgets and Community Chest campaigns.

The Committee again wishes to emphasize that adopting such a plan will not *guarantee* enough adequate foster homes. It believes, however, that it would help the situation in which we now find ourselves as placement agencies. It is the only plan we can suggest before we say to our communities that foster home placement has to go out of business. The Committee need not review here, the contribution that foster home placement has made to the well-being of children throughout the nation.

Use of the Case Record Exhibit

The 1945 Case Record Exhibit has begun its circulation around the country. We have been asked to make the Exhibit available not only as a whole but in sections, each dealing with one of the major services in Child Welfare, that is, that records dealing with adoption, protective service, child placement, institutional care and day care be available each to those agencies particularly interested in these respective services. This is under advisement. However, it does raise the question as to how an agency can make use of the entire Exhibit. We therefore ask the Children's Aid Society of New York

City to describe for Bulletin readers the way in which they use the exhibit this past year. —Ed.

In your last letter to me you asked how my agency had used the Exhibit. As you know, we are very large (about 35 social workers) and it was impossible for everyone to read all the records. We had a staff meeting first at which the purpose of the Exhibit was discussed, its history, its aims, how the records were selected, how the Exhibit was set up (Indexing subject matter) etc. The staff showed a preference for reading those records devoted to preparation for placement of the child and parent, Intake studies, work with adolescents, and foster home studies. The staff voluntarily divided itself up into the above four groups. Each group read all the records in the Exhibit within its category and selected three records within the group for the entire staff to read. Then a staff meeting was devoted to discussion of material of each group. Working it out this way meant that no time was wasted presenting summaries of cases within the Exhibit. The entire staff could participate in the discussion of the twelve cases each staff member had read (3 in each category) and the members of each group could contribute to the discussion in terms of all the records in the Exhibit that they had read within their category.

Discussion was unusually free and lively. Our staff was a very new and inexperienced one and I think they might have shown considerable timidity had they been called upon to discuss frankly records from within our agency. As it was, they felt not at all self-conscious about discussing case work as it was illustrated in the Exhibit. They took a good deal of initiative in comparing and contrasting some of the case work in the Exhibit with practices within our own agency.

Most helpful of all, however, was the increased interest shown in homefinding as the result of the Exhibit. For practical reasons, we have a homefinding department and few of the staff members outside that department are intimately familiar with the problems and concepts of homefinding. It is easy for an inexperienced worker to maintain a rather unrealistic picture of what foster homes have to offer. I do believe discussion of the homefinding material in the Exhibit and of our own practices were extremely helpful. The staff was very much interested in home studies which were followed up by supervision material illustrating how the homes had worked out. It was our feeling that more of these might be included in the future, as well as any good periodic evaluations that were attached to the study of homes in active use.

BOARD MEMBER COLUMN

LABOR REPRESENTATION ON SOCIAL AGENCY BOARD

Following presentation of a paper on labor's point of view on reconversion and child welfare at the Second Child Protection Conference of the Child Welfare League of America, I was asked a number of questions concerning CIO representation on the boards of community agencies. Later I was asked to list some of the answers I was able to give since they may be helpful to League agencies who were not represented that evening. They were as follows:

An executive stated that her agency had been interested in obtaining a board member from the CIO in her community for some time, but had delayed action on the matter due to the belief that the CIO board member would be unable to vote on any issue before consulting his or her union or central union council. Another asked how the CIO should be approached to discuss who might be the proper person for the board in a local community. A third asked the CIO's position on representation. The need for clarification was obviously great. It seemed well established that in a community where organized labor was an important element, the board of an agency to truly represent a cross-section of the community should include representatives of the legitimate trade union groups, especially CIO and AFL. But how the agency should go about getting the proper people, confused many executives and board members.

The CIO maintains Regional Offices in the various states and regions. Through these, the policy of the Congress of Industrial Organizations on broad questions is interpreted and applied in the states and regions. At the state and community levels there are also state and city (or county in some instances) Industrial Union Councils, central bodies composed of delegates from the individual CIO unions in the states and communities. The state and local industrial union councils have officers—president, secretary, etc.—and, frequently, full-time staff. Thus, the central point of contact at the regional or state level for an outside agency is the CIO Regional Office and the state Industrial Union Council. In less heavily industrialized areas, the state Councils may not maintain an office, in which case the CIO Regional office should be consulted.

The National CIO War Relief Committee maintains field or "area" offices throughout the country, through which the relationship between CIO Councils and unions and community agencies is maintained and developed as an advisory service not only to CIO groups but to welfare planning and service bodies.

The Committee's Area Directors can be consulted by the agency seeking to develop a closer relationship with CIO locally in welfare planning. Such relationships are not limited to board representation but frequently take the form of joint consultation between the agency and CIO on the need for the extension of welfare services, the need for enlightened social legislation, etc.

In the local community, the officers of the CIO Industrial Union Council are the appropriate people to consult. In some communities, particularly "one-industry" towns, however, there may be only one major CIO union and no CIO Council. In this case, the appropriate persons would be the international union representative and the full-time officer of the union, the executive secretary or the business agent. The telephone book is a ready index to the addresses and telephone numbers of the Councils and individual local unions.

CIO people feel that the CIO itself, that is, the responsible officers and representatives, must be consulted as to the choice of a board member who will represent CIO's point of view. This often is misinterpreted as the union's desire to dictate to the agency, but it means simply that union leaders are in a better position to judge the capacities of those who are called upon to represent labor's point of view in community affairs than are those outside the labor movement. CIO wants the right of selection of the best possible person from CIO for the board; after that, it is up to the agency or its nominating committee to make the appointment or not, as it wishes.

Once that person is chosen through consultation with CIO, he votes in the same way as any other board member, although his point of view, the point of view of the element in the community—labor—which he represents, naturally conditions his approach to most issues which will be before the board. His approach will be liberal; that is, he will be for good personnel standards, adequate wages and conditions of employment, adequate services to meet community needs and without regard to race, color or creed, etc.

However, the agency owes him advance orientation concerning the agency's work and the issues which affect it. Prior to his first meeting, some attempt should be made to brief him on questions which will come up for decision at the meetings throughout the year. Like any other new member he should not be allowed to come into his first board meeting "cold," or else he may become confused and, naturally, begin to lose interest.

Basically, the average CIO representative on an agency board is no different from any other board member, although he represents the point of view of his organization, in which he, as a member, votes and helps to make policy. He is sincere and anxious to help people, which is why he became an active leader in the labor movement in the first place. He knows workers' problems and point of view intimately and should be able to make a considerable contribution to the proper functioning of any agency seeking to serve the community.

Addresses and information concerning the field offices and representatives of the National CIO War Relief Committee can be obtained by writing the Community Services Division of the Committee, 1776 Broadway, New York 19, New York.

—ROBERT L. KINNEY, *Director*
Division of Community Services
National CIO War Relief Committee

READERS' FORUM

PUBLIC AGENCY'S SPOT

DEAR EDITOR:

MISS MORLOCK's contribution in the May, 1945, *Bulletin* of the Child Welfare League of America is a concise statement of duty and method in the troublesome problem of interpreting adoption work. A specific area could well have been singled out, not because the methods do not apply—they do—but because the handicap to good public relations is implicit in the situation.

The situation is that facing a state public agency in adoption cases. The public agency (at least in Minnesota) does a great deal of its adoption work in the same manner and with the same standards as does the private agency. But in other phases of its legal protective duty in adoptions, it enters the situation only after an independent placement, after the child is in the adoptive home, and often after the petition is filed. With two strikes called, the agency must enter the relationship and do what it can to provide the protection of good procedure and principle. The adopters often and naturally see this entry as a threat; and equally often they see it as an unnecessary hindrance to the quick accomplishment of their wish and their dream. Good procedure, perhaps accepted in theory, rapidly turns into delay in the mind of the adopters; and threat increases with each passing month. This may be reflected in pressure on the court to ignore the agency recommendation—where the law permits—and inevitably results in criticism and perhaps a weakening of agency influence in the field.

The private agency usually has control of the situation from beginning to end: The child is known and studied; the home likewise; the placement made in light of this knowledge with the adopters aware of the time and consideration to follow; the supervision accepted because it is part of the agreement. The public agency often has none of these advantages, but must do what it can in providing such protection of child and adopters as the circumstances of independent placement permit.

The price exacted by independent placements varies in kind and amount and among various states. The public agency is thought to do poorer work with poorer standards. Sometimes standards and work are poorer. Workers struggle in a depressing atmosphere of criticism, conscious that what should be done invites more criticism. Antagonism develops among the adopters, their attorneys, and the judge who wants

to wait for the procedure to run its course but is hounded by the petitioners.

In adoptions, and particularly where petition comes in after placement, the public agency must expect a small amount of criticism, but it can be reduced to that point by keeping adopters and attorney informed of every point of the study even to the device of a tentative schedule of steps required. Each step should be explained and explained, simply and directly, and with purpose made clear. Each step and requirement should be handled by the staff in a way to reflect a genuine wish to facilitate the desirable adoptive placement. Unless an adoption is undesirable, it should be expedited by every reasonable short-cut permitted by a truly professional standard—which is distinct from the kind of professional pretension that is used as a refuge for the dilatory.

With real understanding of purpose might come a greater support of legislation and procedure that would give all placed children an equal protection. The criticism that really matters is criticism that might be spoken by the adoptive child when grown to maturity.

Staff of the Division of Social Welfare
Minnesota Department of Social Security

NEWS FROM THE FIELD

The February, 1945 issue of the Bulletin carried an article by Mr. F. H. Rowe, Director-General, Department of Social Services, Melbourne, Australia, describing Child Endowment in Australia. He now tells us of changes in the rate of endowment.

"Since the article was sent to you the Commonwealth Government has decided to increase the rate of Child Endowment from 5/- to 7/6d. per week as from the Child Endowment period commencing on June 26th next. The additional annual expenditure is calculated to be in the vicinity of £6,000,000. In addition, the Government has decided that the basis of eligibility will be altered from that of maintenance to custody, care and control. Experience in administering the scheme has shown that there were almost insuperable difficulties in determining who actually maintained the eligible child, whereas there is no doubt concerning the person who has the custody, care and control and is responsible for the child's clothing, education, feeding, medical care, etc. The scheme has not been altered otherwise in principle and as far as we have been able to gather the vast majority of recipients continue to use the endowment in the manner the Parliament desires."

BOOK NOTE

ANNUAL REPORT OF EXECUTIVE DIRECTOR TO THE BOARD OF DIRECTORS, The Youth House. (331 East 12th Street, New York.) 55 pp. 1945.

The past year has brought forth renewed interest throughout the nation in a campaign to remedy the present inadequacies in the detention of children awaiting juvenile court hearings. The first annual report of The Youth House, the new detention facility for the Boroughs of Manhattan and Brooklyn, indicates what can be done with good planning and adequate funds.

The report will be of interest to the readers of this Bulletin for two reasons: It gives very clearly the basic concepts in the treatment of juvenile delinquency, and it is very explicit on some points of institutional procedure about which there is still much confusion. Particularly useful is a detailed description of the relative contributions of the social worker, psychologist and psychiatrist to the program of the institution. There is also a detailed account of the workings of the "house council," by which the boys can participate to a certain, clearly recognized, extent in the management of the institution. No claim is made for "self-government," but an effective case presented against the traditional "monitor" system, still employed so widely and so destructively.

The report contains a wealth of material and might well be used as a basis for an in-service training program in any institution serving children. It is written with fine sensitivity to the needs and feelings of boys, forcibly removed to a custodial environment, and frankly describes the search for new methods "liberal in scope and non-punitive in application."

One serious deficiency of The Youth House program is the absence of any facilities for placing children in family boarding homes, the method which the juvenile court in Buffalo,* for instance, uses almost exclusively. The recent useful study of the Flint Detention Home by the National Probation Association rightfully recommended that the Court make use of existing private child placing agencies in the community for all those children who can adjust in family boarding homes and suggests establishment of a joint intake committee for this purpose. The fact that more than 20 per cent of the boys admitted to Youth House during the report year were age 12 and younger, certainly indicates the need for developing such placement program, al-

* Use of Foster Homes for Temporary Detention of Children, by Judge Victor B. Wylegala, Children's Court of Erie County, Buffalo. Copies available from Probate Judge, Flint, Michigan.

though by no means would it have to be limited to the younger group only.

It should be stressed that the foregoing is solely a review of a report and not based on personal knowledge of the institution.

—GUNNAR DYBWAD, *Supervisor, Children's Division*
Department of Social Welfare, Lansing, Michigan

New League Publications

CHILD WELFARE BIBLIOGRAPHY SUPPLEMENT No. 1, 1945 and CUMULATIVE AUTHOR INDEX FOR 1944 AND 1945. 24 pp. Price 35 cents.

A MANUAL FOR FOSTER PARENTS, July 1945. 7 pp. Price 15 cents.

SELF-GOVERNMENT IN A CHILDREN'S INSTITUTION: ITS PHILOSOPHY, STRUCTURE, AND FUNCTION, by Lorene Putsch. July 1945. 18 pp. Price 25 cents.

CASE WORK IN RECEPTION CARE OF REFUGEE CHILDREN, by Edna Levy, September 1945. 32 pp. Price 50 cents.

Lending Library Service

The privilege of borrowing books, pamphlets and articles from the library of the Child Welfare League of America is a service available to members and affiliates. Material is loaned for two weeks, with renewal privileges for an additional two weeks. We list recent additions to our library, some of which have been reviewed in the BULLETIN in the last year.

Books Recently Reviewed in Bulletin

CHILDREN CAN HELP THEMSELVES, by Marion Olive Lerrigo.
INFANTS WITHOUT FAMILIES, by Anna Freud and Dorothy T. Burlingham.

IT'S A WISE PARENT, by Mollie and Russell Smart.

JOURNEY THROUGH CHAOS, by Agnes E. Meyer.

THE RIGHTS OF INFANTS, by Margaret A. Ribble.

UNDERSTANDING THE YOUNG CHILD, by William E. Blatz.

YOUNG OFFENDERS: An Enquiry into Juvenile Delinquency, by A. M. Carr-Saunders, Hermann Mannheim and E. C. Rhodes.

Pamphlets Reviewed

FEE CHARGING IN A FAMILY AGENCY, Family Welfare Association of America.

PLANNING YOUR MEETING, by Ruth Haller, National Publicity Council.

THE TREATMENT OF ADOLESCENT GIRLS IN AN INSTITUTION, Child Welfare League of America.

TODAY'S CHILDREN IN TOMORROW'S WORLD, A Report of the Second Conference on Childhood and Youth in Wartime, Los Angeles, California.

Recently Revised League Record Forms

Form CA Child's Medical Record	\$1.50	per hundred
D1 Application to Board Children	1.50	" "
D2 Outline for the Study of a Foster Home	2.00	" "